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DEPT FOR ISN/ECC PVANSON, ACHURCH, JLCOLLINS; CBP/INA FOR CDONOFRIO; DOE/NNSA FOR RSTUBBLEFIELD; DOC FOR ELOCKWOOD-SHABAT; DOT FOR APARAMESWARAN; SECDEF FOR MHOFFMANN, FLIGHT, AND RVIERKANT

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SUBJECT: EXBS AFGHANISTAN ADVISOR AND BORDER MANAGEMENT MONTHLY REPORTING CABLE - JANUARY 2007

KABUL 00000882 001.2 OF 005

## II. SUMMARY

**11. (SBU) SUMMARY:** During this reporting period, the BMTF position for Border Police and Immigrations Systems Coordinator was filled. The Afghan Customs Department (ACD) drafted a proposal for transferring the Customs Police unit to MoF. The GoA accepted the Iranian proposal to fund and construct a 14th major Border Crossing Point (BCP), "Mile 78" on Afghanistan's western border with Iran (including a similar facility on the Iranian side of the border). MoI, CSTC-A PRD, and the GPPO 'rolled out' a new Afghan Border Police strategy that encompasses significant major revisions from the previous strategy. DHS/CBP advisors currently on temporary duty in Afghanistan to support the BMTF have been providing significant assistance in reviewing and revising future plans and designs of BCPs. BMTF members also participated in discussions on coordinating border related efforts as they completed a four (4) day site survey of the Islam Qalah BCP. Later in the month, Audrey Adams was in Kabul to receive an overview of Border Management Task Force (BMTF) requirements and current efforts under way with regards to the Border Management Initiative (BMI). END SUMMARY.

## II. ITEMS OF BROAD INTEREST.

**12. (SBU)** On Saturday January 20, 2007, Ms Audrey Adams, Deputy Assistant Commissioner for the U.S. Customs and Border Protection (CBP), Office of International Affairs and Trade Relations, arrived in Kabul for a four-day official visit to Afghanistan. The purpose of Ms Adams' visit to Kabul was to meet with DoD and DoS leadership in Kabul regarding the placement of former CBP Officers in support of the Afghanistan Border Management Initiative (BMI); to clarify the terms of reference for the Department of Homeland Security (DHS) in the Interagency Agreement between DoD and DHS; and to agree on a timeline and funding requirements for the long term deployment of

mentor personnel.

¶3. (SBU) Ms. Adams met with the Afghanistan Reconstruction Group (ARG) and Border Management Initiative Chief of Staff and reviewed the wide scope of BMI and ARG initiatives currently underway. She received a briefing at the Afghanistan Engineering District (AED) headquarters over viewing the Army Corps of Engineers infrastructure projects underway in Afghanistan with an emphasis on border related projects.

¶4. (SBU) On Sunday, January 21, 2007, Ms. Adams received a briefing at the Joint Intelligence Operations Center-Afghanistan (JIOC-A) at Camp Eggers in Kabul on border related issues. Following the briefing, Ms Adams participated in a (CSTC-A) review of all border police training efforts currently underway. She also received an overview of the BMI strategic plan from BMTF Deputy Director and Military Planner. Later, she was guest of honor at a reception hosted by Bearing Point Inc (BPI) to review the USAID contractor's current mentoring initiatives as well as their 'Five Year Plan' for the Afghan Customs Department (ACD).

¶5. (SBU) On Monday, January 22, 2007, BMTF, INL, and DynCorp personnel met to discuss the contractor's police mentor efforts. Following the meeting, Ms Adams and the BMTF staff toured the National Police Academy in Kabul. The German Police Project Office (GPPO) Training Lead briefed Ms Adams on the managerial curriculum taught to senior level officers from all Afghan police units at the academy. Later, Ms. Adams met with ACD Director General (DG) at the Ministry of Finance building where the DG shared his vision of the future of ACD and discussed challenges faced by the organization. Following, Ms. Adams received a classified briefing from International Security Assistance Force (ISAF) CJ5 Planners.

¶6. (SBU) On Tuesday January 23, 2007, Ms. Adams toured the ACD Training Institute and received a presentation on ACD capacity

KABUL 00000882 002.2 OF 005

development plans. The tour, presentation and informative Q&A session was hosted by a customs advisor from the Government of Pakistan and sponsored by the United Nations Office of Project Services (UNOPS), Afghan Project Implementation Facility (APIF). After participating in a planning session with the DHS/CBP advisors, Ms. Adams met with the U.S. Rule of Law Coordinator to review the legal challenges faced by the GoA with an emphasis on customs law. Ms Adams and the ARG/BMI Chief of Staff then participated in an out brief with Ambassador Neumann.

¶7. (SBU) On Wednesday, January 24, 2007, Ms. Adams met with DynCorp representatives to discuss the life support and logistical needs of the BMTF mentors who would be housed at the DynCorp Border Training Facility (BTF) near the Islam Qalah BCP. A cost breakdown that will be incurred by the BMI for these services will be forwarded to the BMTF by DynCorp and submitted to DoD and DHS for budgetary planning. Additional planning sessions were conducted with DHS/CBP advisors followed by an out brief with the ARG/BMI Chief of Staff.

¶8. (SBU) During this reporting period, the BMTF position of Border Police and Immigrations Systems Coordinator was filled by a former U.S. Border Patrol Agent experienced in border security systems procedures and designs and immigration documentation and processes. This position will share responsibilities with a GPPO representative detailed to the task force who is concentrating on training, equipment and strategic planning for the ABP. Both border experts will work closely with the ABP Afghan Border Police in an effort to help implement reforms instituted by the PRD, GPPO, and BMTF.

¶9. (SBU) ACD drafted a proposal addressing the issue of the Ministry of Interior's (MoI) Customs Police status operating within the Ministry of Finance (in accordance with the Afghan Customs Code, resolution of whether this organization remains or whether it is housed within the MoF must be resolved by March 2008). The proposal recommends that the 600 strong force be phased out of the MoI and all administrative, financial and logistical support be transferred to MoF.

¶10. (SBU) Currently, the Customs Police organizationally reside

within the MoI, functionally they report to the MoF. They are charged with providing security within the BCP perimeters. The dual chains of command and the overlap of responsibilities with the functions of the ABP has been a constant source of friction between the two ministries and between the Customs Police and the ABP.

¶11. (SBU) The Afghan Customs Code provides that the Custom Police will continue to be a part of the MoI for a period of 'Three Years' expiring in March 2008. ACD has taken the initiative of proposing to the MoI and subsequently to the Council of Ministers, that the Customs Police be phased out of the MoI in several stages over the next 3- to 6- month period as follows:

- First Phase -Administrative & Financial controls moved to ACD while logistical support continues from MoI.
- Second Phase - Customs Police personnel will undergo a performance review to determine their suitability for security positions at the BCPs. Those not found suitable will be retained in the Ministry of Interior.
- Third Phase - ACD takes on logistical support, MoI transfers equipment being utilized by the Custom Police to the ACD.
- Fourth Phase - An appropriate organizational structure will be developed by the ACD placing regional functionaries under the control and command of the Regional Director of Customs for all Administrative, Financial & Logistical purposes.

KABUL 00000882 003.2 OF 005

¶12. (SBU) New legislation will have to be drafted to create a new force within the MoF. As it stands now, all Afghan police forces and police powers lie within the MoI. No separation of police powers are provided for in the Afghan constitution. Therefore, this new security force will not be considered police as it is presently described within the constitution, but rather a Customs security force empowered to carry out the authority granted to the ACD as delineated in the Afghan Customs Code.

¶13. (SBU) The GOA has agreed to an Iranian proposal to fund and construct a new BCP (#14) on both sides of the Iranian and Afghanistan border at a location known as "Mile 78" situated mid-way between Afghanistan's Islam Qalah and Zaranj BCPs. The BMTF has requested the ACD to provide the BCP design being utilized by the Iranians for the facility on the Afghan side to suggest any design changes that would be beneficial to port operations. The Iranians have also agreed to pay for the reconstruction of the Afghan Zaranj BCP on the border across from Zabul, Iran. Two other future BCP locations have been suggested by ACD in Helmand and Zabul provinces that would be placed mid-way between the Zaranj (Iranian border) and Spin Boldak (Pakistan border) BCPs (#15) and the Spin Boldak and Gulam Khan BCPs (#16), both on the Pakistan border.

¶14. (SBU) A new ABP strategy drafted and approved by MoI, CSTC-A PRD and the GPPO was 'rolled out' revising programs and procedures from lessons learned as follows:

- The ABP will be restructured into 5 Border Zones (BZ) with 5 Brigades instead of the 8 Brigades that exist today (Battalions and Companies will remain the same). These Brigades will correspond with the same areas of responsibility as the Afghan National Police (ANP) and the Afghan National Army (ANA). The ABP Brigade headquarters will be co-located with the ANP Regional Commands. This co-location consolidates resources, reduces the number of new infrastructure projects, and enhances logistical support and better operational coordination between the forces.

- The static posture of the ABP along the green border (between BCPs) is supposed to transition to a mobile posture to interdict rather than passively observe. ABP Companies will be appropriately equipped to conduct mobile tactics based on the environment of their specific areas of responsibility, such as patrol cars; motorbikes (CSTC-A ordered 7,000 motorbikes; the BMTF will suggest 4-wheel all-terrain vehicles be included); horses; and amphibious units. Specific low-tech surveillance and detection equipment is being

researched for procurement.

- Operations centers will be strategically placed to be used as self-sustaining platforms from which to launch their mobile operations. ABP officers will also be equipped with portable tents, sleeping bags, etc. to sustain longer patrols in the desert.

- Reserve Battalions and Companies will be created to roam from one border zone and into another as a force multiplier to support undermanned companies as threat situations dictate.

- Recruitment procedures will change from non-specific police unit hiring to direct recruitment into the ABP. Recruits hired will be stationed near their homes unlike the current practice of transferring outside their region of residence to avoid conflicts of interest and help stem corruption. This practice has proven unnecessary compared to the benefits of keeping an officer close to his home. Currently there are 7,900 ABP officers. The Tashkil mandates 12,000 ABP officers be recruited. However, there are discussions underway to increase that number to 18,000.

- An ABP academy will be constructed in Kabul to facilitate the implementation of ABP basic training courses and job specific

KABUL 00000882 004.2 OF 005

courses, e.g. patrol; BCP operations; immigration; and airport operations. ABP officers will attend this academy subsequent to receiving the basic police courses currently taught at INL Regional Training Centers (RTC) by DynCorp instructors.

¶15. (SBU) DHS/CBP advisors have been meeting with the U.S. Army Corp of Engineers and architects to review, revise and assist in the design and planning of the Islam Qalah and Shir Khan Bandar border crossings. In addition, numerous port design templates were obtained from CBP and provided to the Army Corp of Engineers for use in future projects. These templates are already being utilized in ACE and UNOPS infrastructure designs for use in proposed BCP projects in Tajikistan and Afghanistan. BMTF port design recommendations have been implemented in current BCP projects now underway.

¶16. (SBU) BMTF DHS/CBP advisors met with UNOPS and an Embassy of Japan Poloff to discuss infrastructure and training needs for a proposed border project at Ai Khanem in Takhar Province on the Tajikistan border. The Japanese government has approximately \$8 million USD to fund this project and would like the BMTF to assist in getting ACE to submit a Statement of Work and take the lead in securing a contractor and managing the project. The funds would also be utilized to train the ABP and Customs officials assigned to that BCP in coordination with existing ABP and ACD training programs.

¶17. (SBU) BMTF DHS/CBP Advisors also assisted Afghanistan Engineering District - Army Corps of Engineers personnel with a proposal to the Asian Development Bank (ADB) Deputy Country Director for a service road adjacent to the Towraghundi Border Crossing Point in Herat Province. Proposed road project would eliminate congestion and greatly assist facilitation of lawful trade at this strategically important rail crossing. This would coincide with the planned upgrades at Towraghundi by the engineers scheduled to begin in March 2007.

¶18. (SBU) BMTF team participated in CJTF-76 border conference at the Bagram Air Force Base. Numerous border-operations related stakeholders participated in the conference, they included representatives from the Army Corp of Engineers, 10th Mountain Division, 82nd Airborne Division, INL-DynCorp, Combined Forces Command-Afghanistan (CFC-A), and CSTC-A. Topics included a need to coordinate border related efforts in the RC-East AOR. The group established a way forward for increased cooperation and coordination among the stakeholders to include the establishment of a Coordination Group designed to develop a framework for current and future projects. The participants agreed to meet again on February 17, 2007 to include ISAF stakeholders as well.

¶19. (SBU) As a result of the conference in Bagram, BMTF met with HQ ISAF planning staff officers (classified meeting) to coordinate BMI

efforts and ISAF operations in the border areas. Discussion included review of the need for ISAF military support in high risk areas where BCPs are located. ISAF pledged support in these high risk areas during site surveys by AED and BMTF members. ISAF noted that BCP construction site security would need to be sourced elsewhere. ISAF is supporting BMTF team site survey trip to RC-South February 6-8, 2007.

**¶20.** (SBU) The BMTF DHS/CBP Advisor and Military Planner traveled to the Islam Qalah region of Herat Province for a four (4) day site survey of the Islam Qalah BCP. The visit was an ideal opportunity for the DHS/CBP advisor to review, observe and perform the actual duties of the proposed CBP contracted mentors while co-located at the Islam Qalah BTF with DynCorp mentors. The BTF is administered by DoS/INL-DynCorp and utilized as a small training center and to house the Islam Qalah BCP police mentors.

KABUL 00000882 005.2 OF 005

**¶21.** (SBU) The team documented several issues regarding the operation of the Islam Qalah BCP to include concerns such as illegal entries by undocumented aliens; smuggling of weapons and drugs; and theft and resale of diesel fuel. New upgrades to the BCP promote better traffic flow and establish security zones within the BCP. BMTF is working with the GoA to shut down the fuel operation and foster the lawful facilitation of trade and travel. Additional security measures are also being reviewed to address mentor security.

The BMTF team reached the following conclusions:

- An illegal fuel dump at the BCP needs to be shut down.
- Border Police must improve inspection procedures and policy. BMTF highly recommends the installation and deployment of the PISCES system at Islam Qalah and the documenting and screening of all inbound travelers from Iran.

**¶22.** (U) TRAINING CONDUCTED DURING REPORTING PERIOD.

Nothing to report.

**¶23.** (U) EQUIPMENT DELIVERED DURING REPORTING PERIOD.

Under Procurement.

**¶24.** (SBU) IMMINENT TRAINING OR EQUIPMENT STATUS UPDATE.

EXBS is awaiting the delivery of x-ray screening machines for baggage and cargo, fiber optic scopes, density meters, radioisotope identifiers, explosive detectors, handheld metal detectors, cranes, forklifts, vehicle inspection kits, and tool kits destined for the Islam Qalah and Towraghundi BCPs. No specific delivery dates are available as of yet, but the EXBS Advisor has secured temporary storage for the equipment and will coordinate logistical arrangements as the equipment arrives. An 'End-User Statement' has been provided to the GoA and will need to be received by ISN/ECC before delivery of the Sabre tri-mode detection systems can be scheduled.

**¶25.** (U) SIGNIFICANT DEVELOPMENTS IN EXPORT CONTROLS, NONPROLIFERATION, OR RELATED BORDER SECURITY.

Nothing to report.

**¶26.** (U) OTHER SIGNIFICANT ISSUES/EVENTS.

Nothing to report.

**¶27.** (U) RED FLAG ISSUES.

Nothing to report.

**¶28.** (U) Please direct any questions or comments to Barry F. Lory, EXBS Advisor to Afghanistan; +93-070-073-652, or local extension 4230; lorybf@state.gov or to Jimmie L. Collins, South Asia Regional

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